

Central Lincolnshire Local Plan Review Settlement Hierarchy Methodology Report

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1. Introduction

- 1.1. The Central Lincolnshire Local Plan team is reviewing the adopted Local Plan. The plan covers the three local authority areas of City of Lincoln, North Kesteven and West Lindsey and addresses strategic planning issues including the settlement hierarchy. Once reviewed and adopted, the plan will be used in determining future planning applications, alongside adopted Neighbourhood Plans.
- 1.2. The National Planning Policy Framework (NPPF) and national Planning Practice Guidance (PPG) state that the purpose of the planning system is to contribute to the achievement of sustainable development. They require the planning system to actively manage patterns of growth in support of sustainable transport objectives, where services and facilities can be accessed other than by the private car, and support a prosperous rural economy with the flexibility to appropriately meet its needs.
- 1.3. The current 2017 Local Plan contained a settlement hierarchy in Policy LP2 which sought to support the spatial strategy by focussing development at locations with good levels of services and facilities while allowing smaller settlements to grow proportionately and appropriately.
- 1.4. Since adoption of the Local Plan in 2017, the implementation of the settlement hierarchy has largely proved to be satisfactory, although a few anomalies have come to light and the need for clarification in some areas has been identified.
- 1.5. As part of the Local Plan review, it is intended to review the settlement hierarchy. The categories within the hierarchy will be reassessed to consider whether they adequately represent the range of settlements within Central Lincolnshire. The methodology used in determining how a settlement is defined and how many dwellings it contains will be assessed in order to ensure that it is located in the correct category within the hierarchy. Consideration will also be given to any anomalies identified and need for clarification and how these can be satisfactorily resolved. Feedback from consultation will be evaluated and changes incorporated where necessary, ensuring that the process of identifying and categorising each settlement can be carried out robustly and effectively.

2. Proposed Methodology

- 2.1. The current settlement hierarchy as set out in policy LP2 of the 2017 Local Plan divides the settlements within Central Lincolnshire into the following tiers:
 - Lincoln Urban Area (as defined in the adopted Local Plan);
 - Main Towns (Gainsborough and Sleaford);
 - Market Towns (Caistor and Market Rasen);
 - Large Villages (those villages with more than 750 dwellings, listed in the policy);
 - Medium Villages (those villages with between 250 and 750 dwellings, listed in the policy);
 - Small Villages (those villages with between 50 and 250 dwellings, listed in the policy);
 - Hamlets (described as between 15 and 50 dwellings, that are clearly clustered, but with individual settlements not listed in the policy); and
 - Countryside (described as being those settlements with less than 15 dwellings, clearly clustered but with individual settlements not listed in the policy).

a) Hierarchy tiers

2.2. The current settlement hierarchy evolved through the Local Plan process, with the tiers amended as a result of consultation responses and discussion during the Examination in Public.

2.3. Since adoption of the Local Plan in 2017 the hierarchy tiers appear to have proved to clearly and satisfactorily reflect the range of settlements across the Central Lincolnshire area. It is therefore suggested that the eight settlement tiers within the hierarchy remain as listed below:

- Lincoln Urban Area;
- Main Towns (Gainsborough and Sleaford);
- Market Towns (Caistor and Market Rasen);
- Large Villages;
- Medium Villages;
- Small Villages;
- Hamlets; and
- Countryside.

b) Dwelling threshold for each tier

2.4. The use of housing numbers as a means of initially categorising settlement tiers was established as part of the evolution of the adopted Local Plan, including discussion at the Examination in Public. Housing numbers and the range for the large village to countryside tiers within the hierarchy does appear to have operated well as a means of broadly categorising the range of settlements. However, it is considered that greater clarity could be achieved by a slight amendment to the threshold dwelling figures for each category as shown below in Table 1.

Table 1: Settlement Hierarchy Category Thresholds

Category	Adopted Local Plan	Proposed change
Large village	750 dwellings or more	750 dwellings or more
Medium village	250 – 750 dwellings	250 – 749 dwellings
Small village	50 – 250 dwellings	50 – 249 dwellings
Hamlet	15 – 50 dwellings	15 – 49 dwellings
Countryside	Less than 15 dwellings	Less than 15 dwellings

c) Establishing baseline settlement numbers

2.5. The baseline settlement numbers in the adopted Local Plan were largely based on Council Tax information. However, in implementing the policy, a few irregularities have come to light. In some cases the Council Tax data for a settlement was found to include some isolated and scattered dwellings that were clearly separated from the settlement and which, in a small number of cases, affected the category in which the settlement was then located.

2.6. To remedy this, and in aiming to obtain more accurate dwelling numbers per settlement, it is intended to review the figures using address point data. A list of known settlements has been produced which has been taken from those named in the adopted Local Plan as well as those referred to in other documents and supplemented by local officer knowledge. To ensure that the dwelling figure attributed to each settlement is as accurate as possible, a number of assumptions need to be applied consistently in considering which dwellings are considered to be part of the settlement and those which are not.

2.7 In establishing what forms part of a settlement and what is excluded from it, for the purposes of calculating a dwelling total, the developed footprint or continuous built form of the settlement was taken as the starting point. In many cases the developed footprint or continuous built form of the settlement was clear, but in some cases, the settlement was less clearly defined, had dispersed dwellings along linear routes and had clusters associated with the settlement but clearly separated from it and in some cases, some considerable distance from it.

Gaps between dwellings and separate clusters

2.8 At the edge of many villages there is low density housing often with gaps of varying size between each dwelling extending out into the countryside. It is important to establish when these outlying dwellings should be included as part of a settlement and when they should not be included.

2.9 Where there are gaps between dwellings of 100m or less, the dwellings were generally considered to be part of the settlement unless there was a clear barrier such as a river, road or road junction between the dwellings that meant it did not feel, or was not considered to be, part of the settlement.

2.10 Where there were gaps between dwellings of more than 100m, they were generally considered to be isolated and not connected, unless the gap included clear, urbanising features that made the dwellings feel part of the settlement. Clear urbanising features included domestic gardens with walls, fences and garden furniture such as sheds and greenhouses, other non-domestic village features such as employment uses, churches or schools, or connecting footpaths and streetlights. The urbanising features may also include traffic speed signs and village name signs combined with the other features listed. If there was a gap of more than 100m to the nearest dwelling and they were separated by agricultural fields, extensive garden grounds, paddocks, playing fields or agricultural buildings and with no urbanising features, it was considered to relate more to the surrounding countryside and was not considered to be part of the settlement.

2.11 There are some clusters of dwellings that have a postal address which links them to a nearby village and which may be considered by the residents to be linked to it, but are quite clearly physically separated from it. Where the cluster is seen as and functions as a separate settlement, it has been identified as such and where it has a locally recognised name, that name has been used to identify it.

2.12 Where a named settlement is formed by two or more clearly separate clusters, the largest cluster or the cluster centred around an historic core, such as that containing a church, school, hall, etc. has been taken as the main cluster for the purpose of identifying which tier was appropriate. Where a settlement has smaller, subsidiary cluster(s), that could be classed as a 'hamlet' or 'countryside' settlement in their own right, this has been noted against the settlement and the cluster named separately in the table below.

RAF Bases

2.13 Where an RAF base is integrated into an established settlement, the dwellings have been included in the settlement figures unless they are fenced off barracks or family accommodation. Where an RAF base has the same name as a nearby settlement, but is quite clearly separate from it and contains private and/ or unfenced family accommodation, it has been identified as a distinct and separate settlement. Where the

accommodation is separate from an established settlement but is wholly on an operational fenced off site, it has not been included in the settlement list.

Park Homes

- 2.14 Where park homes are integrated into an established settlement, the dwellings have been included in the settlement figure. Where there are isolated groups of park homes in the countryside, unconnected to an established settlement, they have not been counted as a separate settlement. Where park homes are attached to an established settlement, but contain greater numbers than that settlement, and in some cases considerably greater, the park homes have not been added to the dwelling count of the established settlement. This approach was taken primarily because of the different character that results from large park home developments, but also to help ensure that a sustainable settlement pattern is maintained across Central Lincolnshire.

Parish boundaries

- 2.15 As is highlighted above, it is the developed footprint or the continuous built form of a settlement that is used to define each settlement, not administrative boundaries, such as parish areas. In most cases, the parish boundary entirely contains the settlement(s) within it. However, there are cases where parish boundaries run through the middle of a settlement. In these cases a judgement call has been made about whether the settlements should be separately listed and if so which settlement the dwellings relate better to. The dwelling numbers are then attributed accordingly.

3 Consultation

- 3.1 The settlement hierarchy methodology and draft list of settlements formed part of the Issues and Options consultation that took place in June and July 2019.
- 3.2 Whilst some consultation respondents made suggestions for tweaks to the settlement tiers and dwelling thresholds for each tier, most of the respondents supported the tiers and thresholds as suggested. Suggestions were also made about other factors that could be taken account of when considering a settlement's sustainability or suitability as a location for further growth. Work being undertaken on settlement profiles, recording and assessing each settlement's services and facilities and assessing relationships between settlements will contribute towards this fuller picture of a settlement's sustainability and suitability as will the more detailed assessment of sites for allocation as the plan progresses. Some respondents questioned the housing numbers for some of the settlements and these have been checked and either confirmed or adjusted accordingly.

4 Conclusion

- 4.1 This report sets out the proposed settlement hierarchy and the tiers within it and sets out the proposed methodology for assessing the baseline dwelling numbers for each settlement and responding to any anomalies already highlighted. Comments were sought on the list of settlements and this proposed methodology and reviewed in light of the comments received. This included looking at what is considered to form part of a settlement, ensuring that there were no duplicates in calculating dwelling totals and ensuring that the boundaries for RAF operational fenced off areas were correctly identified and properties 'behind the wire' excluded from the settlement total.

List of all suggested settlements, dwelling numbers and provisional category location

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
Lincoln Urban Area		
CoL/ NKDC/ WLDC	*Lincoln Urban Area	65,137
Main Towns		
NKDC	*Sleaford	8,618
WLDC	*Gainsborough	10,111
Market Towns		
WLDC	*Caistor	1,356
WLDC	*Market Rasen	2,612
Settlement (Large Village – 750 and more dwellings)		
WLDC	*Bardney	920
NKDC	*Billinghay	977
NKDC	*Bracebridge Heath	2,623
NKDC	*Branston	2,091
WLDC	*Cherry Willingham	1,628
WLDC	*Dunholme	882
NKDC	*Heckington	1,723
NKDC	*Heighington	1,324
WLDC	*Keelby	1,013
NKDC	*Metheringham	1,599
NKDC	*Navenby	1,105
WLDC	*Nettleham	1,717
NKDC	*Ruskington	2,646
WLDC	*Saxilby	2,095
WLDC	*Scotter	1,341
NKDC	*Skellingthorpe	1,582**
NKDC	*Waddington	932
NKDC	*Washingborough	1,742**
WLDC	*Welton	1,935
NKDC	*Witham St Hughs	1,354
Settlement (Medium Village – between 250 and 749 dwellings)		
NKDC	*Bassingham	686
WLDC	*Blyton	507
NKDC	*Brant Broughton	289**
WLDC	*Brookenby	325
WLDC	*Burton Waters	451
NKDC	*Cranwell village	604

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
NKDC	Cranwell RAF	254**
NKDC	*Digby	252
NKDC	*Dunston	294
NKDC	*Eagle	282
WLDC	*Fiskerton	456
NKDC	*Great Hale	341
NKDC	*Greylees	721
NKDC	*Harmston	268
WLDC	Hawthorn Avenue ('Little Cherry')	367
NKDC	*Helpringham	387
WLDC	*Hemswell Cliff	288**
WLDC	*Ingham	459
WLDC	*Lea	469
NKDC	*Leasingham	728
WLDC	*Marton	280
WLDC	*Middle Rasen	453**
WLDC	*Morton	623
WLDC	*Nettleton	268
NKDC	*Nocton	330
WLDC	*North Kelsey	344
NKDC	*Potterhanworth	321
WLDC	*Reepham	374
WLDC	Scampton RAF	449
WLDC	*Scothern	369
WLDC	*Sturton By Stow	635
WLDC	*Sudbrooke	705
WLDC	*Tealby	250
WLDC	*Waddingham	252
NKDC	*Welbourn	289
NKDC	*Wellingore	386
Settlement (Small Village – between 50 and 249 dwellings)		
NKDC	*Anwick	182
NKDC	*Ashby de la Launde	63
NKDC	*Aubourn	87
NKDC	Aunsby	53
NKDC	*Beckingham	117
WLDC	*Bigby	82
WLDC	*Bishop Norton	105
NKDC	*Boothby Graffoe	93
NKDC	*Branston Booths	54
WLDC	*Burton	79
NKDC	*Canwick	167

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
NKDC	*Carlton Le Moorland	245
NKDC	*Chapel Hill	80
WLDC	*Claxby	70
NKDC	*Coleby	143
WLDC	*Corringham	163
NKDC	*Doddington	50
NKDC	*Dorrington	153
WLDC	*East Ferry	50
WLDC	*East Stockwith	98
NKDC	*Ewerby	126
WLDC	*Faldingworth	201
WLDC	*Fenton	138
WLDC	*Fillingham	80
WLDC	*Glentham	208
WLDC	*Glentworth	104
WLDC	*Grasby	183
WLDC	*Great Limber	104
WLDC	*Hackthorn	67
WLDC	*Hemswell	131
WLDC	*Holton le Moor	58
WLDC	*Kexby	108**
NKDC	*Kirkby Green	60
NKDC	*Kirkby La Thorpe	127
WLDC	*Knaith Park	108
WLDC	*Langworth	244
WLDC	*Laughterton	137
WLDC	*Laughton	144
NKDC	*Leadenham	181
WLDC	*Lissington	55
NKDC	*Little Hale	78
NKDC	*Martin	249**
WLDC	*New Toft	128
WLDC	*Newton On Trent	165
WLDC	*Normanby By Spital	204
WLDC	*North Carlton	60
WLDC	*North Greetwell	212
NKDC	*North Kyme	146
WLDC	*North Owersby	64
NKDC	*North Scarle	185
NKDC	*Norton Disney	79
NKDC	*Osournby	197
WLDC	*Osgodby	119

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
WLDC	*Owmby By Spital	123
WLDC	*Rothwell	76
NKDC	*Rowston	50
WLDC	*Scampton village	89
NKDC	*Scopwick	208
WLDC	*Scotton	223
NKDC	*Scredington	82
WLDC	*Searby	59
NKDC	*Silk Willoughby	134
WLDC	*Snitterby	92
WLDC	*South Kelsey	233
NKDC	*South Kyme	157
NKDC	*South Rauceby	167
WLDC	*Southrey	107
WLDC	*Spridlington	92
WLDC	*Springthorpe	50
WLDC	*Stow	131
WLDC	*Swallow	62
NKDC	Swarby	54
NKDC	*Swaton	104
NKDC	*Swinderby	239
NKDC	*Tattershall Bridge	78
NKDC	*Thorpe On The Hill	181**
NKDC	*Threekingham	83
NKDC	*Timberland	215
WLDC	*Torksey	75**
WLDC	*Upton	215
NKDC	*Walcott	248
WLDC	*Walesby	81
WLDC	*Wickenby	62
WLDC	*Willingham By Stow	198
WLDC	*Willoughton	138
NKDC	*Wilsford	199
Settlement (Hamlet – between 15 and 49 dwellings)		
WLDC	Aisby	19
WLDC	Aisthorpe	49
WLDC	Atterby	18
NKDC	*Blankney	46
WLDC	Bleasby Moor	24
NKDC	Bloxholm	20
WLDC	Blyborough	15
WLDC	Brampton	34
WLDC	Bransby	22

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
NKDC	Brant Broughton – Welbourn Road	19
WLDC	*Brattleby	48
NKDC	Brauncewell	17
WLDC	Broadholme	19**
WLDC	Brocklesby	30
NKDC	Burton Pedwardine	30
WLDC	*Cammeringham	45
NKDC	Cranwell – RAF West Avenue	15
WLDC	Cuxwold	21
NKDC	Digby RAF (Ashby de la Launde)	27
NKDC	Eagle Moor	24
NKDC	*East Heckington	42
NKDC	Evedon	39
WLDC	Goltho	16
WLDC	Grayingham	47
NKDC	Haddington	21
WLDC	Heapham	29**
NKDC	Heckington Fen	15
WLDC	Hemswell Cliff – Canberra Crescent	39
WLDC	*Holton cum Beckering	44
WLDC	Ingleby	21
NKDC	Kelby	21
WLDC	Kettlethorpe	35
WLDC	Kexby – Kexby Lane	23
WLDC	*Kirkby/ Kirkby Cum Osgodby	44
WLDC	Knaith	27
WLDC	*Legsby	43
WLDC	Linwood	21
NKDC	Martin – Moor Lane	30
NKDC	*Martin Dales	47
WLDC	Middle Rasen – Gainsborough Road	30
WLDC	*Moortown	42
NKDC	Newton	40
WLDC	Newton By Toft	26
WLDC	North Carlton (showground)	29
WLDC	North Kelsey Moor	32
NKDC	*North Rauceby	42
WLDC	*North Willingham	39
WLDC	*Northorpe	46
WLDC	Owmbly	17
WLDC	Pilham	24
WLDC	Pingley Vale	35
NKDC	Potterhanworth Booths	15

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
WLDC	*Riby	16
WLDC	Riby Cross Roads	20
WLDC	Riseholme St George's Lane	25**
WLDC	Riseholme – Riseholme Lane	22
WLDC	Saxby	22
WLDC	Scotterthorpe	40
WLDC	Skellingthorpe – Old Wood	49
WLDC	Snelland	26
WLDC	South Carlton	40
NKDC	*South Hykeham Village	48
WLDC	Stainton By Langworth	48
WLDC	Stainton Le Vale	15
NKDC	Stapleford	37
NKDC	Stragglethorpe	29
WLDC	Susworth	29
WLDC	*Thoresway	25
WLDC	Thorganby	17
NKDC	Thorpe on the Hill – Station Road	26
NKDC	Thurlby	29
WLDC	Torksey – The Fairways	16
WLDC	*Torksey Lock	21
NKDC	Walcot	21
WLDC	Walkerith	30
NKDC	Washingborough – Cliff Lane	18
WLDC	West Rasen	19
NKDC	*Whisby	27**
NKDC	*Whisby Eagle Moor	30
WLDC	Wildsworth	34
Settlement (Countryside – less than 15 dwellings)		
NKDC	Anwick Fen	no clear centre
WLDC	Apley	12
NKDC	Asgarby	no clear centre
NKDC	Aswarby	13
WLDC	Atterby Carr	isolated dwellings
WLDC	Atterby Cliff	isolated dwellings
WLDC	Bardney Dairies	6
WLDC	Barlings	8
WLDC	Bishopbridge	no clear centre
NKDC	Blankney Barff	5
NKDC	Blankney Fen	11
WLDC	Bleasby	isolated dwellings
WLDC	Blyton Carr	no clear centre
WLDC	Bonsdale	isolated dwellings

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
WLDC	Brandy Wharf	8
NKDC	Branston Fen	isolated dwellings
NKDC	Branston Moor	isolated dwellings
WLDC	Broadholme – Occupation Lane	14
WLDC	Broxholme	12
WLDC	Bullington	12
WLDC	Buslingthorpe	12
NKDC	Byard's Leap (NKDC/SKDC)	6
WLDC	Cabourne	14
WLDC	Caenby	13
WLDC	Caenby Corner	isolated dwellings
WLDC	Clixby	isolated dwellings
WLDC	Coates By Stow	no clear centre
WLDC	Cold Hanworth	7
WLDC	Croxby	9
WLDC	Croxby Top	4
NKDC	Culverthorpe	10
NKDC	Dembleby	12
NKDC	Digby Fen	no clear centre
NKDC	Dogdyke	no clear centre
NKDC	Dunsby St Andrews	isolated dwellings
NKDC	Eagle Barnsdale	6
NKDC	Eagle Hall	9
WLDC	East Firsby	isolated dwellings
WLDC	East Torrington	10
NKDC	Ewerby Fen	isolated dwellings
NKDC	Ewerby Thorpe	9
WLDC	Friesthorpe	9
WLDC	Gate Burton	11
WLDC	Fulnetby	4
WLDC	Grange De Lings	9
WLDC	Greetwell	7
NKDC	Haceby	isolated dwellings
WLDC	Hainton (village in ELDC)	isolated dwellings
WLDC	Hardwick	no clear centre
WLDC	Harpswell	12
WLDC	Heapham – Heapham Lane	13
NKDC	Howell	10
WLDC	Huckerby	isolated dwellings
WLDC	Kirmond Le Mire	12
WLDC	Kingerby	8
WLDC	Kingthorpe	6
WLDC	Laughton Warren	isolated dwellings

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
WLDC	Laughton Wood Corner	13
NKDC	Leasingham Moor	no clear centre
WLDC	(Little) Limber (Grange/ Hill)	no clear centre
WLDC	Low Apley	3
NKDC	Metheringham Fen (Sots Hole)	no clear centre
WLDC	New Apley	5
WLDC	Newball	no clear centre
NKDC	Nocton Heath	5
WLDC	Normanby by Stow	no clear centre
WLDC	Normanby Le Wold	9
WLDC	North Gulham	9
WLDC	North Harby	isolated dwellings
WLDC	Old Apley	isolated dwellings
WLDC	Orford	8
WLDC	Owersby/ Owersby Moor	isolated dwellings
WLDC	Rand	no clear centre
WLDC	Reasby	7
NKDC	Roxholm	7
NKDC	Scott Willoughby	isolated dwellings
WLDC	Scotter Common	14
WLDC	Searby Top	7
WLDC	Sixhills	12
WLDC	Snarford	no clear centre
WLDC	Snitterby Carr	6
WLDC	Snitterby Sandhayes	isolated dwellings
WLDC	Somerby	isolated dwellings
WLDC	South Gulham	isolated dwellings
WLDC	South Owersby	no clear centre
NKDC	Spanby	9
WLDC	Spital In The Street	13
WLDC	Stainfield	no clear centre
WLDC	Stow Park	8
WLDC	Sturgate	9
WLDC	Swallow Vale (wold)	isolated dwellings
NKDC	Swinethorpe	no clear centre
NKDC	Temple Bruer	no clear centre
NKDC	The Hollow	isolated dwellings
WLDC	Thonock	isolated dwellings
WLDC	Thornton Le Moor	7
WLDC	Thorpe in the Fallows	7
NKDC	Thorpe on the Hill – Eagle Lane	13
NKDC	Thorpe Tilney	no clear centre
NKDC	Thurlby Moor	5

Authority	Settlement (* = named in the adopted CL Local Plan 2017).	Dwelling numbers at 1 April 2018 (** = village has separated clusters listed elsewhere)
NKDC	Timberland Dales	5
WLDC	Toft Next Newton	12
WLDC	Usselby	no clear centre
WLDC	Welton Cliff	isolated dwellings
WLDC	Welton Hill	14
WLDC	West Firsby	isolated dwellings
WLDC	Wharton	isolated dwellings
NKDC	Whisby – Thorpe Road	11
WLDC	Wrawby (Largely in N Lincs)	12